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ABSTRACT

Specific objectives of the May 1979 colloquy of the Council for Cultural Co-operation of the Council of Europe are described as: (1) to present and discuss three pilot projects in France, the Federal Republic of Germany, and Sweden for developing language learning objectives for adult migrants; (2) to produce plans for further modern language training activities in countries concerned with social and linguistic problems of migrants and their families; and (3) to provide for the deployment of tools for systems development which may lead to the selection of appropriate objectives, methodology, evaluation, and recognition. Texts of speeches and project presentations by participants are followed by a consolidated report, resulting from discussion of the pilot projects by four working groups who formed recommendations which were subsequently discussed, amended, and adopted by the participants. Recommendations are: to continue the pilot projects for teaching host country languages to migrants; to evaluate information on the progress and results of the projects and make it available to concerned countries; and to establish effective working links between the Project "Modern Languages" and other projects and bodies within the Council involved with matters of migration affecting the welfare and education of migrants and their families. (JD)

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COUNCIL OF EUROPE

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Colloquy
on "The teaching of the language of the host country
to adult migrants"

Hässelby (Sweden), 15-17 May 1979

REPORT

RC 012618

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1979

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COLLOQUY ON "THE TEACHING OF THE LANGUAGE OF THE HOST COUNTRY TO ADULT MIGRANTS"

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REPORT

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Chapter I INTRODUCTION

I.1 Organisation

The colloquy was held from Tuesday 15 to Thursday 17 May 1979 at Hässelby Slott, near Stockholm, Sweden, at the invitation of the Swedish Ministry of Education and Cultural Affairs. It was organised within the Modern Language Programme of the Council for Cultural Co-operation of the Council of Europe.

Mr A Arfwedson, Head of the International Secretariat of the Swedish Ministry of Education, acted as Chairman, and Dr. J A van Ek of the University of Groningen, Netherlands, as General Rapporteur. Mr S Salin acted as general organiser on behalf of the Swedish hosts, assisted by Mrs K Salin as secretary. The Secretariat of the Council of Europe was represented by Miss A De Vigili, Mr R Klisch and Miss L Finnegan, Division for Out-of-School Education.

The colloquy was attended by some thirty participants from fourteen member states of the Council of Europe, both host countries and sender countries of migrants, including representatives of the Secretariat of the Council of Europe and members of the CDCC's Project Group "Modern Languages". In addition, ten observers - one from Yugoslavia, the others from the Nordic countries - took part in the work of the colloquy. (See list of participants and observers in Appendix II.)

I.2 Objectives

The colloquy was held in the framework of Project No. 4 "Modern Languages" of the CDCC. The aim of this project is "to serve the interests of increased European understanding, co-operation and mobility by improving and broadening the learning of modern languages, making appropriate provision for all sections of the population. This entails making generally available the basic conceptual tools for the planning, construction and conduct of learning programmes closely geared to the needs, motivations and characteristics of the learner, and enabling him so far as possible to steer and control his own progress".

The group responsible for this project, under the direction of J L M Trim, seeks to achieve this aim through:

a. the identification of target audiences and the analysis of needs, motivations, learner characteristics and resources;

b. the detailed specification of communicative objectives;

c. the devising of methods and materials appropriate to different classes and types of learners;

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d. the evaluation of learning systems and of the achievement and proficiency of learners.

Within the framework of this project, the specific objectives of the colloquy were :

a. to present and discuss work on three pilot projects in France, the Federal Republic of Germany, and Sweden, concerning the development of language learning objectives for adult migrants;

b. to work out a plan for further activities in the field of modern language teaching to adult migrants linked to pilot projects and case studies in a number of other host and sender countries of the Council for Cultural Co-operation which are concerned with the interrelated social and linguistic problems of migrants and of their families;

c. within this plan of work, to provide for the deployment of the tools for systems development so that the analysis of needs, motivations and resources may lead to the selection of appropriate objectives, methodology, evaluation and recognition.

I.3 Programme

The colloquy was formally opened on Tuesday, 15 May by Mrs Birgitta Ulvhammer, Director General of the Swedish National Board of Education. Miss A De Vigili addressed the participants on behalf of the Secretary General of the Council of Europe. Mr J L M Trim, in his capacity as Project Adviser to the Council of Europe Modern Languages Project, introduced the theme of the colloquy. After the first plenary session the participants attended presentation and discussion sessions dealing with aspects of the teaching of migrants in Sweden. These were followed by presentations, in plenary session, of ongoing work on the pilot projects recently started in France, the Federal Republic of Germany and Sweden.

The day was concluded with an official dinner at the Arvfurstens Palats in Stockholm, offered by the Swedish Ministry of Education.

The second day, 16 May, began with a lecture by Mr J Widgren of the Swedish Ministry of Labour, on "Migration in Europe: Problems and Prospects". After the lecture the whole of the day was devoted to discussions in four working groups (see list of working documents in Appendix III).

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On the last day of the colloquy, 17 May, the working groups discussed and finalised their reports and drew up group recommendations. At the final plenary session the group reports and recommendations were presented by the rapporteurs. The General Rapporteur then presented his draft consolidated report and the draft general recommendations which were subsequently discussed, amended and adopted by the participants.

After the colloquy the Swedish hosts arranged study visits to various institutions engaged in the teaching of languages to migrants, followed by a sightseeing programme offered by the Swedish Institute.

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Chapter II SPEECHES AND PRESENTATIONS

II.1 Opening address by Mrs Birgitta Ulvhammer (complete text)

"14.6 MILLION IMMIGRANTS IN EUROPE"

Ladies and Gentlemen!

In a three-part series an international newspaper recently looked at the situation of immigrant workers in West Europe. The following details were given:

In 1973, in the first careful estimate of immigrant labourers in Europe, there were about 7.2 million workers in West Germany, France, Britain, Belgium, the Netherlands and Sweden. By 1977, the total of workers had dropped to 6.6 million.

But - the total of immigrants, counting families, had risen from 13.8 million to nearly 14.6 million. They amounted to 7.5% of the total population in Western Europe's six main labour-importing countries.

The headline of the first article in the three-part series was "West Europe's Immigrant Workers: A Fast-Ticking Time Bomb".

The next article "Europe's Unwanted Children" said that the migrants' children were "lost to their homelands and handicapped in their adopted countries". Unlike their parents, who helped build Europe's prosperity, the unwanted second generation was widely viewed as a threat, not an asset.

The last article revealed the social situation of many immigrant workers by the following words "For a lonely immigrant, work is the best part of the day".

Those headlines speak for themselves.

This is not the proper time to argue about the so-called fast-ticking time bomb - there are likely to be varying situations in our countries. However, I am convinced that all of you feel the seriousness behind this colloquy, "The teaching of the language of the host country to adult migrants". Today in Europe thousands of individuals exist on the borderline between two cultures - in a linguistic vacuum.

Let me say a few words about the situation in Sweden.

Sweden has during the past few decades developed into a multilingual society. The rapid economic development of the post-war period would have been impossible without heavy labour immigration from countries afield. In all sectors of society, immigration has created a need to enable immigrants to adjust rapidly to their new surroundings.

Out of 8 million inhabitants in Sweden today, about one million represent people with a foreign origin. At present there are citizens of more than 130 countries living in Sweden.

Instruction is given in more than 50 languages in the Swedish compulsory school. About 60 languages are represented in labour market training.

During this decade the annual immigration has amounted to about 30,000 new immigrants. Due to the free nordic labour market, Sweden's adherence to the 1951 Refugee Convention and our fairly liberal view towards migrants' relatives and guest students we estimate the same annual number of immigrants during the years to come.

The foreign nationals are on average younger than the Swedes. The majority are in fertile ages or younger. Some of the national groups have a higher birthrate than the Swedish. The immigrants' share of the total population will thus increase even without immigration.

The Swedish immigrant policy is based on three goals:

- equality
- co-operation
- freedom of choice.

You will hear more about interpretation of the goals during this colloquy. Let me just give a short summary of the premises of Swedish immigrant policy. They can be stated as follows:

- Sweden will continue to be an immigration country.
- A large proportion of immigrants will settle in this country on a long-term basis. Sweden will acquire new population groups speaking other languages than Swedish and having a different identity and cultural background which they in many cases want to retain.

- Many immigrants will re-emigrate, and this can involve problems of adjustment, particularly where their children are concerned. These problems can be alleviated if immigrants in Sweden are given the opportunity of keeping in touch with and developing their own language and culture.
- Immigrants must be given parity of treatment with Swedes.

Many migrants live under worse conditions than the rest of the population. This is relevant especially for new immigrant groups.

They often have a less satisfying working environment, they live in less attractive parts of the community, they have less possibilities to make use of the resources for spare time activities. These deficiencies indicate societal problems which demand more general solutions.

Housing premises and the labour market situation have a decisive importance for the migrants' social life. The hardening labour market involves difficulties for those who have the shortest education and training and the shortest periods of employment. Many migrants are in this situation.

The language of the host country is a must for the possibilities to make use of the rights and chances in the new country, for education, training and work.

But the language of the host country is also of importance in other respects.

The development in a rather short time from a monolingual agricultural to a multilingual industrial society in Sweden has caused hardships in our whole society. Immigration always involves risks for prejudices and discrimination on ethnic or similar grounds. During this century this has become more and more evident in Sweden.

It is therefore necessary to do the utmost to increase the knowledge about the immigrants and other countries, other people and cultures, to diminish the tendencies to prejudices and to increase the mutual understanding and solidarity between immigrants and Swedes and between different groups of immigrants. Here the language of the host country comes in again.

The language of the host country also is relevant in the home situation of the immigrants. Many immigrant parents witness how their children rapidly adapt themselves to the new

Swedish society and the new culture. The gap between the generations is widening. Not seldom the mother is illiterate with few contacts with the new society, unable to speak the new language. The human aspect of this situation urges us not to spare any effort to try to break the isolation for this category, thus also helping society to avoid future social problems.

We have learnt in Sweden that it is a long way to go to live up to the goals of equality, freedom of choice and co-operation. And that it takes money, goodwill and hard work. And that action must be taken not only with respect to the immigrants but also - and to a very high extent - to the Swedes themselves. Other countries bear witness to the necessity to act today if we want to counteract future conflicts on ethnic and cultural grounds. Tomorrow is too late must be the key word in all our efforts.

From what I have told you about the new multicultural and multilingual Sweden you can understand our great interest and great concern about this meeting. The initiative taken by the Council of Europe to arrange the colloquy is highly appreciated by all of us, who daily work with problems and solutions related to migrants in Sweden.

Let me finish by expressing my sincere wishes that the deliberations of the colloquy will contribute to a better future for the immigrants and thus to a prosperous tomorrow of Europe."

II.2 Address by Miss Antonietta De Vigili
(summary)

After thanking the Swedish authorities for hosting the colloquy, Miss De Vigili described the significance of the meeting against the background of the policy of the Council of Europe concerning, on the one hand the educational and cultural development of migrants and their families, and on the other hand the promotion of the learning of modern languages.

She emphasised the importance attached by the Council for Cultural Co-operation to extending and improving language learning provisions for adult migrants taking into account their interrelated social and linguistic problems and those of their families. One of the essential steps towards achieving this aim was the encouragement and organisation of pilot experimentation aiming at the construction of language learning programmes closely geared to the needs and characteristics of learner groups.

After briefly characterising the objectives of the colloquy, Miss De Vigili concluded by expressing her hopes, and those of her organisation, that the colloquy might "represent a concrete step forward in the implementation of a programme of action, enabling the less privileged groups of foreign language learners, as is the case with adult migrants and their families, to cope better with the manifold problems of present-day society".

II.3 Lecture on "Migration in Europe. Problems and Prospects" by Mr J Widgren (summary)

In his lecture Mr Widgren aimed at indicating to the participants how the work of the colloquy would fit into the broader international context of meeting the challenges presented by current and future migration trends.

At first sight it might seem to be incongruous to arrange an international meeting on the teaching of the language of the host country to adult migrants at a time when labour migration in Europe has virtually come to a standstill. It would be a fallacy, however, to assume that the halt of migration in Europe intrinsically implies a halt of the problems of those who have already migrated. Moreover, it should be taken into account that:

a. bans on the migration of labour by no means stop migration movements;

b. at a global level, international migration is more than ever a question of the future rather than of the past.

As far as the present situation in Europe is concerned four trends may be distinguished:

1. The interrruption in the recruitment of foreign workers by the traditional immigration countries did not mean a complete stop to immigration. A total of at least 700,000 migrants are still annually entering the major receiving countries in Europe. The large majority of these migrants are entitled to pass otherwise more or less closed borders because they are family members of previously accepted migrant workers, because they are refugees, or on other humanitarian grounds. Moreover, OECD forecasts clearly indicate a growing scarcity of labour in most of the major European industrialised countries by the second half of the next decade, which is likely to lead to a renewed inflow of foreign workers.

2. Although no massive return movements have taken place there is a clearly marked increase of such movements. Thus, during 1974-75 a total of as many as 600,000 workers returned to the major sending countries, where, on the whole, the employment situation is difficult enough even without this influx.

3. The classical dichotomy between receiving countries and sending countries in Europe is becoming blurred: countries traditionally considered as suppliers of manpower are also to an increasing extent having recourse to foreign labour. Italy, with an estimated foreign workers' population of 400,000, is a case in point.

4. Mass migration has permanently affected the demographic structure of Europe. The total foreign population now legally residing in the countries of Western Europe amounts to at least some 15 million persons, some 7 million of them belonging to the work force. In spite of substantial returns and weak inflow the foreign population in most receiving countries is increasing steadily.

We may attribute this increase to four main factors:

1. The fertility rate of migrants surpasses that of the original population of many receiving countries.

2. Illegal immigrants not infrequently succeed in getting their status legalised after a few years' residence in the host country.

3. The family reunion process continues.

4. Migration, originally regarded as a temporary movement, tends to display the features of permanent settlement.

Intra-European migration, it may be concluded, will have a host of long-term economic, demographic, social and cultural effects for sending and receiving countries alike. These effects represent an enormous potential force towards cultural pluralism and international understanding and solidarity. However, they may also lead to increased tensions, both within countries and between countries. Three tension areas are to be noted especially:

1. In a few decades the daughters and sons of immigrants will represent more than one-third of the total population of Western Europe under 30 years of age. Without substantial improvements in the educational opportunities for these children, many of whom live under such difficult conditions that they are not even able to attend elementary school, this may give rise to a new type of "lost generation".

2. In most of the receiving countries adult foreigners are still denied fundamental political rights, which from a democratic point of view, is an unacceptable and absurd situation.

3. So far, the existing modalities of co-operation between emigration and immigration countries inadequately reflect the close bonds which link these countries as a result of mass migration movements. One major task in this context is to find out how new forms of economic co-operation could partly substitute migration of labour and help to further employment creation in areas of high emigration. Another urgent task is to improve and reinforce bilateral consultations as regards the social and educational needs of migrant workers and their children. Such consultations should aim at concerted, not unilateral action.

Considering the magnitude of the problems outlined, it is an encouraging sign that during the last few years intergovernmental organisations have started to seek solutions in a more systematic way than was ever done previously. Most of the major organisations are now acutely aware of the urgent need for concerted action.

In a historical perspective, no other organisation has had such an impact on the actions of member governments in the field of migration as is the case with the Council of Europe. The Council's activities in this area date back to the 1950s and cover a great number of aspects: statistical matters, legal matters (eg citizenship legislation, asylum for political refugees) human rights, social security matters of relevance to migrants, a wide variety of educational matters (CDCC), political rights at the local level and all other problems relevant to the social, cultural and educational situation of migrant workers and their families.

However, many efforts at the multilateral level are of a partial character and do not set out from a platform where economic, demographic, social, educational and cultural aspects of migration are intertwined together. It is hoped that a new impetus will be provided by a meeting of European Ministers responsible for Migration Affairs, which, at the invitation of the Swedish Government, will be held in Strasbourg in 1980.

In view of the problems described the colloquy might particularly take into account:

1. the communication needs of whole families rather than those of the worker alone,

2. the needs of the second generation of migrants for combined linguistic and vocational training,

3. the need for an integrated approach towards the linguistic, political and social emancipation of immigrants;

4. the increase of non-European immigration, leading to a widening linguistic and cultural disparity.

II.4 Introduction to the theme of the colloquy by Mr J L M Trim, project adviser

In September 1971, the then Committee for Out-of-School Education of the Council of Europe invited a small group of experts to examine the feasibility of a European unit-credit scheme for adult language learning. The general aim of the scheme was to facilitate the free movement of people and ideas in Europe by placing at the disposal of adult learners the means of learning language appropriate to their needs, characteristics, motivation and resources.

The group started from the premise that the adult learner would have a definite reason for returning to the educational system. He would have experienced the need to communicate in a particular situation for specific purposes with a specific set of people who spoke a language which he himself spoke inadequately or not at all.

In planning a language course for such a beginner, it is not sufficient to arrange to teach him a certain number of words - however frequent in a generalised count - to give him a knowledge of basic grammatical rules and structures, and some training in producing specimen sentences and then send him out to use this apparatus as best he may as he confronts the communication problems which face him. Accordingly, the group has concentrated on developing a method whereby the process of course planning is seen to start from an analysis of the learner, his needs - particularly his communication needs - his motivations, his characteristics as a learner, and the resources which can be placed at his disposal. On the basis of this analysis, it is possible to define explicit and appropriate objectives for the learner, foreseeing the situation he will have to face, and detailing the communicative problems those situations may confront him with. We can then go on, as Jan van Ek had done in the "Threshold Level", to describe the topics he will have to deal with, what he will be requested to do in respect of each topic, what social roles he will be called on to perform, what speech functions his utterances will perform, what notions he will need to express, whether of a general character, cutting across particular situations, or of a more specific kind, related to the more concrete details of the topics associated with a particular situation.

We can then specify the language required by the learner, and in selecting from the great range of possibilities for doing so that a language affords, we shall of course take into account such criteria as simplicity and economy of means, generalisability of use and similar factors in cost-benefit terms.

Course planning begins rather than stops with the specification of objectives. Learning materials must be collected, selected or created, the objectives must be phased and the learning process itself organised, the parts to be played by the different parties to the progress rationally distributed. As the whole process then unfolds, its progress and that of the learner has to be monitored and co-ordinated. So far as possible, the learning system should be capable of responding flexibly to that feedback.

Since its earliest days, the Council of Europe's Expert Group has set itself the task of developing the full consequences of this way of thinking and working, setting them out in a series of documents which we trust will be of use to all those colleagues who carry the responsibility at different levels for the way languages are learnt by adults across the continent, and then inviting groups of teachers and learners who face common problems to join forces with us and with each other in pilot experiments based on these principles.

Accordingly, when colleagues in our host country, Sweden, in Germany and in France, who had all along been associated with the project, found themselves called upon to develop new programmes for the learning of the language of the host community by adult migrants, they decided to come together to consider how best to apply the principles of the project in this area, and to consult like-minded colleagues in other member countries at a colloquy. So the Swedish Government has invited other member governments to nominate representatives to come to Hässelby Slott to discuss the plans of the project teams in some detail, and to consider how work in this field may be further developed and extended.

Migrant education is an area in which the concepts developed in the Council of Europe Modern Languages project seem to have a ready application.

The work already undertaken for the "Threshold Level" and "Un Niveau Seuil", and that nearing completion for German, has focussed on the communicative needs of learners wishing to move about independently in another country and to build basic social and personal relations with people they meet as they do so. The early priorities of immigrants can be characterised in much

the same way. There seems little doubt that very good, useful results can be achieved in the short term by starting from the T-level specifications we have, considering the order of priority to be attached to particular roles, settings, topics, functions and notions. Some may be deleted as having little or no relevance to the settler as opposed to the traveller. Other activities related to work situations and contacts with public authorities might be added on a modular basis. A selection has then to be made in the light of the resources available to the learner. We may then arrive at a statement of the content of a learning objective appropriate to early migrants. Beyond this statement of content, we should also consider the degree of skill to be aimed at in the different communicative modalities, including the ability of the migrant to operate the communicative strategies for achieving his own personal and social goals.

These questions will no doubt provide some of the main themes for the working parties as they look at the plans for pilot projects. Others, in accordance with the systems development approach of the project may be concerned with the staging of objectives and the use of methods and materials adapted to the learning styles of different groups of immigrants. Other problems of great importance for the control of the learning process are the role of testing and assessment at different stages, and in particular that of self-assessment by the learner. This is itself in turn one aspect of a fundamental goal of our work, namely, to bring the learner steadily from a condition of dependence on the teacher to a state of autonomy, where he is able to take charge of his own linguistic development once teaching as such stops, or as language training as such passes over into vocational and professional training which presupposes language as a tool of study rather than an object of study.

What has been said so far implies that it is possible to concentrate on the language needed by most if not all immigrants, to specify it by means of the descriptive tools developed within our project, and then to construct learning programmes directed towards the acquisition of a communicative competence defined in that way.

These are technical problems inviting technical solutions. Our colleagues in the pilot projects and the working parties considering the projects may well decide in the interest of short-term practical effectiveness that this is the way they should - indeed must - proceed.

However, if we are fully serious in our intention to develop truly learner-centred systems, the whole question becomes more problematic.

Our principles require us to base our work firmly on an understanding of the needs, motivations, characteristics and resources of the learners themselves. At once the question aroused is: How can we ascertain the needs of these huge groups (13 million in the EEC area alone)? those views do we consider? The interests and presuppositions of host authorities, employers, teachers, neighbours, all differ from each other as do those of authorities in the home country, civic, ethnic and religious leaders in the immigrant community itself as well as one's workmates, friends and relations, here and back there. Even the 'family cell" is not perfectly solitary. The network of social relations of the breadwinner, his wife and children, their roles, values, expectations, are different to start with and have a different dynamic.

So se go straight to the individual learner. Self-evidently. But do we? Can we? Is the learner accessible? Many, as Edie Garvie's work in Cambridgeshire has shown, in that rather remote, little-industrialised part of rural England with its scattered population, are hidden away in small isolated pockets or even in particular isolation, the problems no less real for being unrecognised and undiagnosed.

Others, in large groups in major conurbations, may be heavily organised, embedded in a whole series of networks of communication controlled by guardians of the communication pathways, official, unofficial and self-appointed, to believe that it is possible to walk through walls and over water does not of itself create that possibility - and the possessor of such powers must not be amazed if he is seen as representing a deep challenge to the society he invokes. If in spite of everything, we reach the individual learner, we may well find ourselves confronting a person very far from the mature, confident, self-aware, autonomised learner of our ideals. In many cases we have a deracinated person braving the unknown with inadequate equipment at almost any level, socially and emotionally insecure, torn between equally unrealistic hopes and fears, attempting communication with no basis of immediately recognised, accepted presuppositions to build upon and no way of establishing them, probably defensive, posible suspicious. Pulled in different directions by conflicting advice and opinion from the more experienced and knowing. Attempting so ehow to maintain a core of certainties, some stable values, self-respect, some secret private place "la vie devant soi". Finding release in hard work, recognition in the pay packet and the accumulation of savings.

Now this may be a rhetorically overdrawn picture, but it may not be so far from the truth when it comes to the more difficult problem cases. It will be very helpful to hear what the experience of participants has been, what techniques they have evolved for dealing with the problems presented. It is at any rate clear that straightforward elicitative techniques whether by questionnaire or interview, are unlikely to go much below the surface. Investigations by trained anthropologists (such as those of Lotte van den Berg) have shown that it is only after a considerable period of regular and close working contact between a sympathetic investigator and the migrant community that sufficient mutual confidence and comprehension are built up for genuine interaction and true exchange of information to take place. It is extremely tempting, faced with the enormity of the task, to retreat before its challenge, to lower one's sights and to settle for something very much less. To retreat, say, behind a linguistic or a pedagogical technical expertise. We can all imagine how that might go. "I've got this group for 200 hours. In that time I can get through Book I and the first half of Book II of 'Welcome to Europe'". The average student will have a vocabulary of 1,000 words and most structures in stages I, II and III of the graded structure lists. They should get 70% in the multiple choice reading comprehension test, 50% in the listening comprehension and 30% in the structural conversation. What they do then is up to them. "I'm just a language teacher".

Yet we all know that unless we find the right answers to the terribly difficult questions which the technician brushes aside, his work may well be vitiated, for all his expertise.

For that reason and with full knowledge of the size and difficulty of the task, we must welcome the work of our colleagues in the establishment of pilot projects in Sweden, France and the Federal Republic of Germany and offer the benefit of what experience we have to them as they undertake the construction of learner-centred courses based on the needs, motivations, characteristics and resources of the migrants.

As you will have seen from the introductory note prepared by the Secretariat, the three pilot projects with which we shall be concerned show interesting differences in their character.

The Swedish project builds on extensive previous work in the teaching of languages to migrants. Earlier needs analyses have been supplemented by further enquiries, and related to the general guidelines for teaching migrants in Sweden, as well as the framework, conditions and experience gained in different contexts. Learning objectives following the model exemplified in T-level have already been specified, and methodological recommendations made. The working party is thus well into its task and plans are being made for concrete experimentation in study circles and labour market training.

The French and German projects are at an earlier, perhaps more formative stage of development. The French project has three aspects:

a. an early communicative objective for migrant workers derived from "Un Niveau Seuil", corresponding to the "Waystage";

b. the preparation of a case study which will analyse the language learning needs of migrants in the area served by the Academie de Versailles including those migrants preparing for a formal examination, the Certificat d'Aptitude Professionelle (CAP) and

c. the development of a learning unit for migrants who intend to enroll for a course leading to CAP.

The German project arises from the changed status of migrant workers in Germany, who are no longer birds of passage needing no more than a contact language to communicate with the host community but semi-permanent members of the community itself, needing a richer language to pursue personal, social and professional goals within the community. The wolkshochschulverband is concerned to develop suitable programmes to help adult migrants to achieve this aim, including setting up a "Grundbaustein Deutsch fur auslandische Arbeitnehmer" within the certificate programme, corresponding to T-level.

The first specific task of the colloquy, once these pilot projects have been presented, will be to discuss them in working groups.

Beyond the present projects, however, the second task of the colloquy will be to work out a plan for further activities in the field of modern language teaching to adult migrants involving perhaps both host and sender countries. In this respect we have to remember that the free labour market established in part of Europe means that the socio-linguistic integration, in some sense, of migrants may extend beyond groups we have come to associate with the problem over the last 15 years. The Council of Europe is keenly interested in encouraging participants, including those not already involved in pilot projects, to establish working relations with each other and sound out the possibility of setting up further pilot projects. The Council can make limited contributions towards the organisation and co-ordination of pilot projects and interaction groups, though not normally towards salaries and other internal costs of national projects.

There is thus a full programme of work for this short colloquy. We hope that the delightful venue and the social programme which has been organised will make it enjoyable as well as professionally rewarding to us all.

II.5 Presentation of the French pilot project by Mr L Porcher (summary)

The French project was designed in three parts which function relatively independently but are closely complementary insofar as they have co-ordinated and interdependent objectives.

1. The definition of an "intermediate objective" (similar to the Waystage for English), on the methodological basis of Un Niveau Seuil, for a target group of adult migrants. This objective does not represent a stage on the way to a threshold level, but is a specific learning target for beginners in French with relatively few hours available. The "Publics et Domaines" part, which has already been produced (and distributed to the participants in the colloquy) is, of course, very different from the corresponding part in Un Niveau Seuil, as the target group is very clearly defined. As in Un Niveau Seuil, work carried out towards this "intermediate objective" is done intuitively.

2. It is for this reason that the second part of the project is very closely linked to the first, since here it is a question of producing pedagogical tools for teaching French as a foreign language, on the methodological basis of Un Niveau Seuil, to migrant workers who are actually attending courses (independently of the project itself).

The experiment is being conducted at the Académie de Versailles on several classes with different modes of assessment. One is preparing learners for an external examination, another is preparing them to prepare for an examination the following year, another is preparing them for an internal examination, and yet another is a non-examination course. We have concentrated on the second type of class (preparation for preparation). Two cases are discussed:

i. one class uses pedagogical material specially developed on the basis of Un Niveau Seuil;

ii. the other uses the usual pedagogical material.

In both cases, continuous need-identification is carried out by observation and collection of data: in the first class, this makes it possible to regulate the course at all times and make changes where necessary: in the other it serves as a reference point for comparison. Thus it is clear that the results of this experiment influence the development of the "intermediate objective" to the extent that they counterbalance the intuitive approach.

3. The third part of the project is highly institutional. Candidates preparing for the CAPs (Certificats d'Aptitude Professionelle), must fulfil precise requirements: there is always a French paper in the examination and, moreover, all the other papers or tests must be answered in French. Migrant workers who wish to prepare for this examination are therefore severely handicapped; our aim is to create a teaching module of 90 hours, to allow such people to embark fruitfully and effectively on a course preparing for a CAP. It is thus a question of bringing them up to an adequate level. The language is no longer an end in itself but a means to an end. It is clear then that this third part of the project has numerous connections with the second, since it highlights certain very specific institutional characteristics of foreign language teaching for migrant workers.

Administratively, this three-point project is the product of an agreement between the CREDIF (Centre de Recherche et d'Etude pour la Diffusion du français), the French Ministry of Education and the Council of Europe. The pedagogic side is being conducted by the CREDIF, in collaboration with two Council of Europe Modern Languages project experts, Louis Porcher and René Richterich.

II.6 Presentation of the German pilot project by Mr G von der Handt (summary)

Two million foreign workers came to the Federal Republic of Germany between the 1950s and 1976, when recruitment stopped. The figure now stands at approximately 4 million, including families. The return of some workers to their countries of origin has been offset by the later arrival of families. Many of them wish to remain for some time or permanently in the Federal Republic.

Young people pose a special problem. Their chances of being accepted for training or employment are very slight, since most of them have no school qualifications and are further disadvantaged by their poor German. On the other hand, their competence in their own language falls short of that possessed by contemporaries at home, and there is thus no language and culture in which they are really at ease. As far as the immigration of foreign workers is concerned, this group will certainly present the greatest problem in the immediate future.

Foreign workers are not obliged to attend language courses, and no standardised language courses are available.

The initiatives taken by the "Language Association - German for foreign workers" (Sprachverband - Deutsch für ausländische Arbeitnehmer) are designed to mark a move towards harmonisation of the curricula employed by the various organisations which provide tuition in German and to raise the general standard of courses. The Sprachverband, founded in 1974 by the main organisations specialising in the teaching of "German as a foreign language", finances language courses which satisfy certain minimum requirements (training of teachers, teaching materials).

The foundations have still to be laid for consistent gearing of instruction to the learning needs and learning experience of foreign workers. This is the main aim of the project "German for foreign workers" (Grundbaustein Deutsch für ausländische Arbeitnehmer), which is being financed by the Federal Ministry for Education and Science and implemented by the Department of Educational Science of the German Association of Adult Education Institutions (Deutscher Volkshochschul-Verband - DVV).

The project which is in its early planning stage, will analyse the social and cultural backgrounds of foreign workers living in the Federal Republic of Germany and will proceed, on this basis, to define learning aims in the field of linguistic proficiency and to deduce from them the language-specific exponents necessary to realisation of these aims.

The functional/notional approach used in the Threshold Level provides a suitable basis for this. Having regard to the special character of the target group and its circumstances, partial changes are necessary - but these do not affect the underlying "philosophy" of the Threshold Level. These changes are also closely connected with the need for constant assessment of learning aims within the teaching process. Suitable strategies must be devised for this purpose, making it possible, too, to solve the problem of dialect variations and to allow for the (faulty) knowledge of German which the immigrant has usually picked up for himself.

II.7 Presentation of the Swedish pilot project by Mr B Sandström (summary)

Teaching of Swedish to adult migrants takes place mainly at the voluntary educational organisations (either on a strictly voluntary basis or within the law of Swedish tuition linked with employment) and at the labour market centres.

We assume, without really knowing whether it is true, that the standard of teaching as well as the results of courses vary a lot, and that they are not satisfactory in a large number of cases. The results of some recent enquiries would seem to indicate that the tuition within the voluntary educational organisations is not always bringing about the desired results. There must be a variety of reasons for this - personally I see it as significant that the label of "immigrant" is applied to people with very different learning characteristics, and that teaching manuals are being produced for an anonymous public of migrants (these manuals are frequently produced in institutions where the learners are not even very representative of the most typical migrant sub-groups).

The development of methods has followed patterns well-known in all the countries in Western Europe. It should be noted that within the working group we have adhered to principles that can be traced back partly to the grand debate some six to eight years ago in that we have assumed that student success requires tuition to be learner-centred, and both rule and rote learning.

With this background, the framework of the project was drawn up a year ago ; so far we have not gone beyond a generalised description of methods and contents.

We have seen it as important to try to describe in the threshold-level Swedish what we take to be the most salient general facts of most situations where Swedish is needed (being well aware of the fact that exactly this general level will not suffice in the long run). Thus one section on methods contains a fairly detailed description of conditions of language learning in general and that of immigrants learning the language of the host country in particular. It is assumed that a relevant formulation of target groups has to take into account the typical traits of migrants's situations and their known effects on the migrants' experienced needs and types of motivation. The second section on methods sets out to describe methods that can be applied with the aim of reaching both the goals of awareness and of automatised knowledge - language skill. The use of authentic material in teaching is recommended and techniques for this are described. The section on contents is characterised in contrast to the T-level by :

1. the parallelism of the functional-notional categories and a grammatical inventory - one reason for this is that the grammar should express the level of formal mastery thought to be necessary;

2. the section of notions corresponding to the general notions of the Threshold Level is vastly enlarged and could in due time be developed into a productive grammar - combined with the structural inventory;

3. the section on functions is - although including more functions than the Threshold Level - still a skeleton (corresponding roughly to a set of "micro-functions") that could be called a model structure within a structural framework. We are aware of the need for more specified functions; however, at the time of the colloquy no definite solutions have been achieved.

On the whole, the contents-specification is at the present stage tentative. When it is being tried out we hope to see what limitations and expansions prove necessary. The ultimate goal should be that we arrive at an instrument that could be used:

a. to describe the scope of course contents which would be sufficient for eradicating hindrances to partaking in adult education above literacy level;

b. for teaching Swedish to migrants mainly according to expressed needs and serving as a tool for self-assessment as well as the diagnoses of students' achievements by teachers in a process of continuous needs analysis.

The material handed out at the colloquy suffers from many defects in all respects and will be revised before it is tried out in the autumn.

Chapter III CONSOLIDATED REPORT AND GENERAL RECOMMENDATIONS

III.1 Introduction

On the basis of the reports of the working groups - and freely drawing upon them - the General Rapporteur composed the consolidated report and the general recommendations, which, after discussion and amendment in plenary session, were adopted by the participants. The General Rapporteur wishes to acknowledge his indebtedness to the Chairman of the colloquy and to the Chairmen and Rapporteurs of the working groups, who advised him on the content of the general recommendations, and particularly to Mr Trim, who provided their final draft.

Whereas each individual working group report (see Appendix I) represents the views of the group resonsible for it, the consolidated report and the general recommendations were unanimously approved by all the participants of the colloquy. Although a consolidated report cannot fully reflect the views of each individual participant, the General Rapporteur is confident that it does reflect the very high degree of consensus reached on practically all the major points of discussion.

III.2 Consolidated report

On the second day of the Colloquy on "The teaching of the language of the host country to adult migrants", held at Hässelby, Sweden, from 15-17 May 1979, four working groups dealt with a list of six questions submitted to them by the Steering Group resonsible for the preparation of the colloquy. The questions were related to the three pilot projects recently undertaken in France, the Federal Republic of Germany and Sweden with a view to applying the principles of systems development in modern language learning, as developed in the CDCC project "Modern Languages", to the teaching of the languages of host countries to adult migrants.

Although these pilot projects vary in scope they are all more or less directly related to the language learning objectives referred to as Un Niveau Seuil and the Threshold Level and aim at the specification of similar objectives for adult migrants.

The working groups experienced some difficulty in dealing with at least a few of the questions, partly because a number of participants had received the relevant documents at a very late stage and partly because the pilot projects were still in an initial stage of development so that the concrete results required for an adequate evaluation were not yet available.

Prior to the discussion of the questions the groups consequently devoted some time to familiarising themselves with the various pilot projects. In the subsequent discussions they concentrated on general aspects such as aims, scope and methodology of the projects, their applicability to various target groups in different countries, and desiderata for future action.

In the present report it will be attempted to bring together the various lines of discussion in the four working groups dealing with each of the questions successively.

Question 1

What are your views on the pilot projects as presented at the colloquy?

The participants unanimously agreed that the pilot projects are a valuable contribution to the teaching of host country languages to migrants. In spite of their diversity, which was welcomed in view of the heterogeneous linguistic and social characteristics and conditions of adult migrants in various European countries - and even within each of these countries, it was recognised that the pilot projects are sufficiently interrelated by common methodological principles to be considered as relevant contributions to the overall Modern Languages project of the CDCC.

The value of the various pilot projects was felt to lie particularly in the following areas:

a. they combine the value of concrete specification of objectives with an awareness of and provision for the diversity that the target group requires;

b. they demonstrate that they can build upon and utilise both the concrete experience of the Modern Languages project and its principles;

c. they contribute to the general project in demonstrating and underlining the impossibility of separating language teaching from social and occupational questions;

d. they deal with a socially important, but generally neglected, area of language teaching and their results can make an important contribution to urgent needs in this field, including the need for teacher training;

e. they provide a basis for increased international co-operation in language teaching for migrants;

f. they will provide insight into methodological principles involved in dealing with the problem area concerned;

g. they will result in the availability of models, planning tools and educational materials to be drawn upon in the provision of language learning facilities to migrants.

At the same time it was pointed out that:

a. the projects should aim at applications in concrete situations;

b. learner-participation should be promoted;

c. language-teaching to migrants should not be approached as an isolated activity but as part of a comprehensive process of cultural, social and vocational emancipation;

d. special attention should be paid to target groups not explicitly included in the present pilot projects, notably to adolescents and to illiterates;

e. in view of the fact that teachers are called upon to develop new roles and methods which are crucial to the success of migrant language programmes, the establishment of courses and in-service training for teachers on an adequate scale in relation to the projects should be promoted.

Question 2

<u>In what ways should these pilot projects be further developed, bearing in mind the specific aims of the Council of Europe Modern Languages project?</u>

It was recommended that:

a. The Council of Europe should ensure the establishment of effective working links between the Modern Languages project and other projects and bodies within the Council concerned with matters of migration and the provision of educational facilities to migrants and their children. One of the most economical

ways of effecting this might be the exchange of observers at important meetings. As a first step, existing documentation and research from other projects should be made available to those directly responsible for the pilot projects.

b. The pilot projects should establish links with public and social agencies dealing with the problems of migrants both in order to collect data and to stimulate their awareness.

c. The pilot projects should pay particular attention to evaluation in conjunction with objectives. Techniques of self-assessment and of continuous needs analysis should be integrated into all the projects.

d. The projects should make observations and recommendations on teacher training.

e. Possibilities should be explored, in appropriate cases, (a) of establishing links with the sender countries and (b) of applying the methods developed in the projects not only in host countries but also in sender countries.

f. Where possible, immigrants should be represented during planning discussions of the projects, and co-operation between the different partners in the teaching/learning process, including field workers and employers, should be promoted.

g. The pilot projects should include the consideration of methods and the principles for devising teaching materials.

h. A proper evaluation of the pilot projects should be undertaken upon their termination in order to establish correspondences and differences.

i. Information on the pilot projects, including descriptions of the methodology applied, should be made widely available both at interim stage and upon termination of the projects.

Question 3

In what ways can the methods and results of the present pilot projects be of use in dealing with the situation in your own country?

The pilot projects were felt to be relevant to the provision of language learning facilities in the host countries represented because of close similarities in respect of the language learning needs of immigrants in the various countries and of problems of specification of language content. Also representatives of sender countries felt that their countries could benefit and improve provisions for migrants in the light of the experiences gained in the projects. It was emphasised that at the present stage the methods of the pilot projects are of particular interest while ultimately the specific results as well should provide valuable models for adaptation and development elsewhere.

The projects could also contribute to an increased awareness of problems involved in language teaching to migrants and of their possible solutions among administrators, teachers and students alike and help to stimulate professional interest in this area of teaching.

Question 4

Would there be a need for comparable pilot projects in your own country? If so, in what ways would they have to be different from the pilot projects presented?

Although prior to further consultations no concrete proposals for new pilot projects in individual countries could be made, the following areas were among those indicated as meriting closer examination with a view to experimentation and development, whether in the form of pilot projects or of case studies:

a. the specific problems of adolescents and those of illiterates;

b. the specification of objectives and content for language courses aimed at the preparation of immigrants for skills training;

c. self-assessment techniques and their relationship to course design and methodology;

d. the role of the mother tongue and of bilingual teachers in the learning of a second language;

e. the integrated teaching of language skills and other, eg vocational, skills;

f. structures and procedures for the training of teachers for migrant language learning.

Question 5

What problems would be likely to arise in organising pilot projects of this kind?

Problems likely to arise would be:

a. finance: obtaining sufficient funds for setting up and carrying out new projects and how to finance the implementation of their results;

b. motivation: convincing the authorities concerned of the usefulness of new projects, particularly as long as the current projects have not been completed;

c. manpower: finding sufficiently qualified people to undertake new projects, providing adequate training facilities for the teachers involved and determining adequate modes of employment.

Question 6

What relation would you see between the Council of Europe "Modern Languages" project and such pilot projects?

The Council of Europe would be required to:

a. through its "Modern Languages" project provide a common frame of reference for the various pilot projects;

b. provide adequate facilities for co-ordination and interaction between the pilot projects;

c. provide expertise and guidance in the conduct of pilot-experimentation;

d. provide facilities for the dissemination on an adequate scale of the results of the work of pilot projects.

III.3 GENERAL RECOMMENDATIONS

The participants of the colloquy recommend that:

1. The pilot projects concerning the teaching of host country languages to migrants, set up within the framework of the CDCC Project No. 4: "Modern Languages", should be continued and completed, and facilities should continue to be made available for this purpose. As opportunity allows, further pilot projects and case studies should be promoted and linked to form an interaction network (cf working group recommendations I, 2; II, 3.1, III, 1).

2. The results of the pilot projects should be duly evaluated and made available to all those concerned with the social and linguistic problems of migrants as a stimulus to the further development of the models and methodology employed, and their adaptation to the wide range of highly diverse social and educational situations of migrants. Not only a final report, but also intermediate information on work in progress is needed (cf working group recommendations I, 2; II, 3.2, 3.3; III, 3, 4, 6; IV, 1, 3).

3. The Council of Europe should establish effective working links between the Project "Modern Languages" and other projects and bodies within the Council concerned with matters of migration affecting the welfare and education of migrants and their families (cf working group recommendations : II, 2.1; 2.2; III, 5).

4. The Project Group "Modern Languages" should, in developing its future programme relating to migrants, take into account more specifically the following desiderata (no order of priority is implied by the order in which these desiderata are listed):

   a. intensified co-operation between host countries and both the countries of origin of migrants and the migrant communities themselves in the provision of language learning facilities, including those for the maintenance and further development of the mother tongue (cf working group recommendations II, 2.6, 2.7, 4.2);

   b. the recognition that language learning is a necessary precondition for the cultural, social and vocational emancipation of migrants and their families, and consequently the integration of language learning and teaching in this wider framework (cf working group recommendations II, 4.1 (c));

c. heightened linguistic awareness on the part of the host community as a prerequisite of inter-group communication (cf working group recommendations II, 2.2);

d. close attention to helping adolescents and illiterates to overcome the special problems facing them (cf working group recommendations II, 4.1 (d));

e. explicit guidance to those charged with the linguistic education and training of migrants on:

i. means of specifying the needs, motivations, characteristics and resources of learners, bearing in mind that these are not fixed once and for all, but subject to a high rate of change (cf working group recommendations II, 1.2);

ii. the specification of objectives appropriate to the diverse and changing situation of migrants (cf working group recommendations II, 1.1);

iii. the selection and provision of appropriate methods and materials;

iv. evaluation procedures, particularly methods of self-evaluation, enabling the migrant to judge his own progress (cf working group recommendations II, 2.4, 4.1 (a));

f. the provision of adequate facilities for the training of teachers to adopt the new attitudes, roles and methods on which the success of language teaching to migrants crucially depends (cf working group recommendations II, 2.5);

g. the steady and purposeful development of the migrant as an autonomous language learner, that is, towards the point where he is able to take charge of his own further learning (cf working group recommendations I; II, 1, 2.4).

A P P E N D I X I

REPORTS AND RECOMMENDATIONS OF THE WORKING GROUPS

List of questions submitted for discussion to the working groups

1. What are your views on the pilot projects as presented at the colloquy?

2. In what ways should these pilot projects be further developed, bearing in mind the specific aims of the Council of Europe Modern Languages project?

3. In what ways can the methods and results of the present pilot projects be of use in dealing with the situation in your country?

4. Would there be a need for comparable pilot projects in your country? If so, in what ways would they have to be different from the pilot projects presented?

5. What problems would be likely to arise in organising pilot projects of this kind?

6. What relation would you see between the Council of Europe "Modern Languages" project and such pilot projects?

WORKING GROUP I (1)

Chairman: Mr J COEL (Belgium)
Rapporteur: Mr R CATALAN (France)

A. Summary of discussion

Question 1

It seems that the three pilot projects have at least one point in common: the preparation of a methodological model suited to adult migrants and in which the major options are those of the Threshold level/Un niveau seuil.

The second part of the French pilot project comprises an attempt to apply the "Un Niveau Seuil" to a specific situation, the results of which it would be desirable to compare with those obtained in the other projects.

The aspect concerning the participation of the learner in the learning process, and in particular the means supplied to him to assess and check the ground covered in relation to the fixed objective, deserve particular attention.

It is considered that the objective of learning the language, not for its own sake but as a means of access to occupational training should be given priority (eg what is directly aimed at in the third part of the French project).

It is noted that account has not been taken of illiterate migrants in the pilot projects.

Finally, attention should also be given to two other aspects:

a. a clear distinction should be made between teaching adolescents (16-18) and teaching adults (who have commenced their working life) and particular attention should be given to the category of adolescents in the projects;

b. teaching of the mother tongue should be considered both from the point of view of facilitating return and as a means of helping to learn the language of the host country.

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(1) French-speaking group.

Question 2

The general application of these projects is likely to harmonise the efforts undertaken to train migrants in the host countries in which a pilot project is being implemented. But above all application in practical surroundings should be encouraged (the production of teaching materials). The material thus produced could be made available firstly to the countries of origin (cf item 3) and secondly for operations where they would be used for training teachers (host country and possibly country of origin).

The continuation of the pilot projects could take the form of treacher training (contemplated in the German project with effect from 1981).

The methods employed by the Council of Europe's "Modern Languages" project, should be applied generally, both in the host countries and the countries of origin.

Question 3

The extension of the methods and results of the pilot projects to Belgium or Austria depends on decisions which can only be taken at national level.

Whatever the circumstances, the transfer should lead to the preparation of teaching materials specifically suited to the situation of the countries concerned.

It was also agreed to take advantage of the methods and results obtained to develop pilot projects in the countries of origin, whose object would be the training of migrant workers prior to departure.

Question 4

At this point the need must be recalled for adequate teacher training (cf item 2 above).

A project for adolescents and another for illiterates (cf item 1 above) would appear most desirable.

Question 5

Except as regards teacher training, it was not stated in which countries there was felt to be a need for the projects proposed in item 4.

However the following difficulties were discussed referring to various other countries:

a. financial problems involved in organising such projects;

b. problems connected with producing teaching material for teacher training;

c. financing courses for migrants (eg the differing situation in the Federal Republic of Germany and France). Courses organised by the firms themselves are not covered by the action of the official authorities (Federal Republic of Germany and large firms in France);

d. teachers or trainers: to what institutions do they belong, what is their training, and status (temporary employment, supplementary employment, main employment or other scheme)?

It is agreed that their motivation (on the methodological level) is usually important even if in some situations (countries with a low and now decreasing rate of immigration) the question of training migrants is not one of the major preoccupations of the host country.

Question 6

The group repeats the wish expressed in the last paragraph of item 2, adding a general recommendation requesting member states to encourage the establishment of projects or action programmes, and requesting the Council of Europe to provide the means for ensuring the widest possible co-ordination of these projects (eg the training of trainers).

NB: The group recalls the need to make provisions for the training (linguistic training, culture of the host country) of teachers seconded by the country of origin to the host country.

B. Recommendations

1. If the results deriving from the pilot projects are to be generalised, an adequate teacher training policy should be pursued.

2. Consolidation of the Council of Europe pilot projects entails:

a. the possibility of comparing the results achieved by the three projects;

b. the development of evaluation and self-evaluation methods;

c. priority to be accorded to learning language for the purpose of access to vocational training;

d. a clear distinction to be drawn between adolescent populations (16-18 years) and adult populations (already in working life) in the three projects;

e. special attention to be paid to illiterate populations and to the mother tongue.

3. It is desirable that the methods resorted to in the Council of Europe "Modern Languages" project be generalised, both in the host countries and in the sender countries.

WORKING GROUP II (1)

Chairman: Mrs M REY (Switzerland)
Rapporteur: Mr T JUPP (United Kingdom)

A. Summary of discussion (2)

Question 1

The social and occupational language needs of immigrants have to be equated with those of native speakers in some respects and this tends to raise the level of any intermediate learning objective compared with the earlier work of the main project.

The group noted that the different pilot projects are adopting different approaches to the problems of combining diversity, concrete specifications of language learning objectives and a wide range of possible linguistic level. The group considers the pilot projects will make a richer contribution as a result of this variety of approach.

The group agreed that the specifications would have great value too as diagnostic tools which would enable the teacher to decide what learners already know, and what could be ignored, as well as what should be taught. This is very important for making language teaching as effective as possible in the very limited time available for migrants. The group also noted the problem of progression is different for migrants compared to foreign language learners because migrants are exposed to the language outside the classroom.

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(1) Bilingual group (English and French) without simultaneous interpretation.
(2) In order to avoid undue repetition, this summary does not contain those comments and suggestions which led to specific recommendations.

The need to guide relatively inexpert teachers with very concrete examples (in the right hand columns of the specification) and very clear criteria for choosing their own examples was stressed.

The group agreed that the pilot projects are a valuable contribution to the teaching of host country languages to migrants because:

- they combine the value of concrete specification of objectives with an awareness of and provision for the diversity this group requires;
- the pilot projects are proving they can build upon and use the concrete experience of the Modern Languages project as well as its principles;
- these pilot projects contribute in turn to the general project because they demonstrate and underline how it is not possible to separate language teaching from social and occupational questions;
- this is a socially important, but generally neglected, area of language teaching and the results of the pilot projects can make a contribution to the urgent teacher training needs in this field.

The discussion under this point led to recommendations 1.1 and 1.2.

Question 2

The Swedish project should aim for as full a functional inventory as possible in line with the general principles of the Modern Languages project.

The discussion led to recommendations 2.1 to 2.7.

Question 3

Colleagues from sender countries agreed that their countries could benefit and improve provision for migrants in the light of this experience.

The discussion led to recommendations 3.1, 3.2 and 3.3.

Question 4

The United Kingdom group member thought there could be considerable benefits from establishing a pilot project and provisionally suggested this might be in one of the following fields:

Appendix I

- the specific area of self-assessment techniques and their relationship to course design and methodology;

- the specification of objectives and content for language courses designed to prepare immigrants for skills training;

- the bringing together of existing experience and its extension to build a set of overall intermediate learning objectives.

The Swiss member was uncertain that the public infrastructure exists for a pilot project at present, but they will explore various possibilities, such as the establishment of links with the German pilot project through the Volkshochschulen system.

Since there can only be a limited number of established pilot projects, other relevant programmes in member countries may be treated as case studies which could be linked in an interaction network providing systematic contact and exchange of information with the Modern Languages project and its pilot experiments.

The discussion led to recommendations 4.1 and 4.2.

Questions 5 and 6

The group did not have time to consider these questions.

B. Recommendations

Particular attention should be paid to the fact that:

1.1 Migrants are a more diverse group than the target learners specified for the Threshold Level/Un Niveau-seuil, and through the acquisition of a second language, they have access to far more numerous and complex opportunities.

1.2 The social roles and learning characteristics of immigrants are unstable and dynamic and therefore pose special problems for the choice of appropriate functional language specifications. However, for this very reason, this is an area the pilot projects need to tackle, and the dangers of what might appear a static prescriptive approach in the specification are counterbalanced by a dynamic learner-centred methodology and attention to awareness of social facts.

2.1 The Council of Europe should establish effective working links between this project and other projects and bodies within the Council concerned with matters of migration and the education of migrants and their children

(in particular with CAHRS and the CCC teacher training project). This should be effected as economically as possible, eg by the exchange of observers at important meetings. As a first step, existing documentation and research from other projects should be made available to the pilot projects' personnel.

2.2 All parties concerned with language learning by migrants should recognise that the language needs and problems of migrants are one aspect of their more general social, economic and cultural needs and problems. Accordingly, language teaching cannot be tackled as a simple, isolated, finite problem. Additionally, inter-group communication requires not only language teaching for migrants, but also education in language awareness for the host community in the problem of communication in a multi-lingual and multi-cultural setting.

2.3 The pilot projects should establish links with public and social agencies dealing with migrants both to collect data and contribute to their awareness (as under 2).

2.4 The pilot projects should pay particular attention to evaluation and should link this to objectives. Self-assessment and techniques of continuing needs analysis should be built into all the projects.

2.5 The projects should make observations and recommendations on teacher training in view of the fact that teachers are called upon to develop new roles and methods which are crucial to the success of migrant language programmes. We recommend that courses and in-service training for teachers are established in relation to the projects.

2.6 Possibilities should be explored, in appropriate cases, of links with the sender countries; for example, between Finland and Sweden, Spain and Germany, Portugal and France.

2.7 Where possible migrant groups should be represented during planning discussions of the projects.

3.1 Colleagues from other receiving countries agreed that the pilot projects are highly relevant to the provision of language teaching in their countries because there are close similarities both in respect of the language learning needs of immigrants and of problems of specification of language content.

3.2 At this stage, the methods of the pilot projects are more important than the specific results, although when finished the results of the project should provide very valuable models for adaptation and development elsewhere.

3.3 The Council of Europe should disseminate information on the pilot projects at this interim stage both because of its immediate value and because this will prepare the way for maximum use of the final reports. We recommend the report of the colloquy should be supplemented with full papers on the pilot projects. Dissemination of this information should be through central funding agencies, information centres and teacher associations and visits should be arranged to the pilot projects for people working in this field in other member countries.

4.1 The pilot project directors in the group mentioned the following topics as ones that any further pilot project should particularly examine:

a. problems of evaluation;

b. the role of the mother tongue and of bilingual teachers in the learning of the second language;

c. the interdependence of language skills and other areas of learning, eg in the provision of the teaching of literacy to migrants;

d. the links between language and literacy teaching for migrants.

4.2 The need for a joint project ("projet interculturel") between sending and receiving countries based either in the sending or in the receiving country.

WORKING GROUP III (1)

Chairman: Mr S SALIN (Sweden)
Rapporteur: Mr W F COUMOU (Netherlands)

A. Summary of the discussion

Previous to the discussion of the actual questions on the handout we gathered some factual questions pertaining to the three different pilot projects. They were the following:

- Why does the French project envisage a waystage level, whereas the German and Swedish projects do not?

- As to the German project why is the T-level for migrants different from the VHS certificate and Grundbaustein and what are the relations between these?

(1) Bilingual group (English and French) with simultaneous interpretation.

- In devising a specific learning objective for migrant workers, is emphasis put more on everyday life situations or more on work relations?

- Do the projects foresee employing teachers who know the native tongue of the migrants or teachers without such knowledge?

- Is grammatical correctness as an objective for teaching a realistic aim? Should we not emphasise communication instead of correctness?

- Do the choices made in each of the three projects - the chief common feature being a learner-oriented approach - result in a transfer of teaching practices, taking into account the psychological and sociological factors?

- Is the French project applicable on a nationwide scale since the project only deals with migrants of a restricted area, ie Versailles?

Not all of these questions were discussed thoroughly. In this report we confine ourselves to the first two which seem to be the most relevant ones in connection with the Modern Languages project:

- In the French pilot project it was felt necessary to make an extraction from Un Niveau Seuil. Un Niveau Seuil itself is a rather global definition. The level is to be redefined in view of the target group, ie the migrant workers. It is not so much a lower level, but a necessary adaptation of it for the specification of a learning objective for migrants.

- The Swedish description will not be just one single level. As a lower minimum of teaching hours, every migrant is granted at least 240 hours. But this is not felt to be enough. Therefore the objective will start at that point but will be rather a floating level: the list of language exponents is open-ended.

- In the Federal Republic of Germany the VHS certificate is a rather high learning objective. "Grundbaustein Deutsch als Fremdsprache" is comparable to T-level, but it is a rather general objective (also for tourists for instance). Therefore it has to be adapted to migrants, geared to the specific needs of that group.

With regard to the list of questions submitted to participants, the group came to the following conclusions:

Question 1

It was agreed that the functional/notional approach is an appropriate tool in the definition of learning objectives.

The differences in the set-up of the three pilot projects are justified according to the different situations of language teaching to migrants in the three countries. However it was stated that the approaches chosen in the three pilot projects are more similar than might appear from the first outlook.

Question 2

In future the pilot projects should put more emphasis not only on the formulation of learning objectives but also devote time to methods, teacher training and the principles for devising teaching materials.

A commission of the Council of Europe should evaluate the three projects in order to establish what they have in common, what similarities and differences there exist.

Arrangements should be made for an exchange of information between the various groups of experts dealing with questions on migrants within the Council of Europe. Experts from one group for instance could be invited to the meetings of other expert groups in order to exchange this sort of information.

Question 3

Because the results of the present pilot projects are not yet available it is difficult to foresee in what way the forthcoming results could be of use in other countries. The results of the Swedish pilot project might be of use for the teaching of Swedish in Finland for instance.

Question 4

There seems to be a need for a language training for migrants more directly geared towards the preparation of a vocational training but since the outcome of the German and French projects is not yet available, it might be too early to decide on such a project.

Questions 5 and 6

Because question 4 did not result in the recommendation of a new project, these questions were not discussed in any detail.

B. Recommendations

1. The pilot projects are to be continued and completed along the lines set out so far.

The national authorities should provide the necessary resources for the completion of these projects.

The Council of Europe should continue to provide the expertise in the way done so far.

2. In future the present pilot projects should put more emphasis on the initial training and in-service training of teachers of the target language to migrants. In this training the methodological implications of the projects should be explored and attention should be paid to the development of teaching methods.

The national authorities, responsible for language teaching to migrants, should also promote the training of teachers and provide the necessary resources for it. Consequently, this aspect should also be given a high priority in the Council of Europe programme of language teaching to migrants.

3. The working group feels that an analysis and an evaluation of the present pilot projects is necessary. It should be of a highly concrete and specific nature, so as to provide immediate feedback to the projects that are on their way, as well as to other institutions that are interested in setting up similar projects.

4. The people responsible for the present three projects, should make estimates as to the costs of putting the results of the pilot projects into practice.

5. The Council of Europe should arrange for an exchange of information between the various groups of experts dealing with the problems of migrants within the organisation.

6. The Council of Europe should spread information about the three pilot projects on the widest possible scale.

Appendix I

WORKING GROUP IV (1)

Chairman: Mr I CERVELLI (Italy)
Rapporteur: Mr L STØLEN (Norway)

A. Summary of discussion

Question 1

The group has taken into account that the pilot projects are still at an initial stage of development.

Based on what we know about the projects at this stage, we find that they have already contributed to our understanding of the problems inherent in teaching the language of the host country to adult migrants in the following ways:

- by supplying experience in the planning of language courses;
- by supplying concrete materials, as for instance is the case in the Swedish project;
- by establishing a basis or a frame of reference for international co-operation in the field of language teaching here in question.

The group appreciated the way in which the projects were presented by the project leaders, ie the way in which difficulties and doubts inherent in the work were clearly expressed.

The group agreed that the projects should be continued.

Question 2

The group would like to see the projects developed in such a way that they could give as concrete results as possible on the following aspects of the teaching/learning procedure:

- reports on the projects presented in such a way that they can be read by many teachers;
- materials developed or projected for the teaching/learning;

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(1) English-speaking group

- teaching methods considered;
- the balance between "linguistic" and "socio-cultural" content of the courses;
- the relationship between the mother tongue and the host country language in the teaching/learning process;
- the qualifications of the teachers who are going to work with the materials and methods envisaged through the project.

The members are aware that the conditions of teaching differ very much from one country to another, for instance as to the possibilities of setting up "homogeneous" groups of learners. We believe it is an essential aim of the pilot projects to provide experience and materials flexible enough to be utilised under different conditions.

The group would like to stress the necessity of co-operation between the different partners in the teaching/learning process: course planners, teachers, students, field workers, employers and migrant organisations.

Question 3

On condition that the results and methods of the pilot projects are properly analysed and made known, the group believes that they can be of use in the following ways:

- by making administrators, teachers and students aware of problems in the teaching/learning process and thereby probably avoiding weakness in the teaching situation;
- by helping to stimulate professional interest in the area of teaching here in question;
- by making it easier for teachers to exchange and compare results in their own teaching on the basis of a common frame of reference.

Question 4

The results of the pilot projects so far have made it clear that there are considerable difficulties in setting up new projects: administrative, economic, linguistic and methodological. The group found it difficult to identify new areas where pilot projects could be needed. Mention was made of groups of immigrants needing language training/vocational training in specific fields.

A possible "target group" for a pilot project are the young adults who fail in their upper secondary education because they do not master the language of the host country and because they are also behind in school subjects like mathematics and physics.

The group believes that new pilot projects will probably have to be more restricted in scope and duration than the existing ones. They should also probably have to put more emphasis on the use of existing materials and on teaching methods.

Question 5

Problems would be likely to arise in the following areas:

- in convincing educational authorities of the usefulness of new projects (results of existing projects may be decisive in this process);
- the necessity of having sufficient funds for the projects;
- the question of finding well qualified people to carry out the project.

Question 6

Backing by the Council of Europe Modern Languages project would be necessary in order to establish a new project. Advice and follow-up within the Modern Languages project would be highly desirable.

B. Recommendations

1.1 Reports on ongoing work within the Modern Language project should be published in such a form that they could be made readily available to teachers, students and staff actually concerned with the teaching process. Action should be taken in order to achieve a much wider dissemination of information by, for instance, strengthening channels or centres for distribution. The feasibility of publishing a "European language teaching journal" should be considered.

2. New pilot projects or new efforts in the field of teaching the language of the host country to adult migrants should take into account the relationship between the sender country and the host country, for instance in the following respects:

- the question of cultural background in language courses;

- the qualification or training of teachers and exchange of teachers;

- the relationship between the mother tongue and the host country language.

3. In addition to ongoing pilot projects, continued effort should be made by the Council of Europe to stimulate development in the area of teaching the host country language to adult migrants by for instance:

- providing information for planning;

- giving advice and support to relevant national or regional projects.

A P P E N D I X II/A N N E X E II

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APPENDIX III

LIST OF WORKING DOCUMENTS

DECS/EES (79) 19	General Information Note
DECS/EES (79) 26	Programme
No reference	Questions for discussion in working groups
DECS/EES (79) 18	Interim report on three French pilot projects by L. Porcher
DECS/EES (79) 27	Preliminary report of the progress of work on "Identification of the language needs of migrant workers by continuous observation during the learning process" by L. Porcher
DECS/EES (79) 25	Interim report on a German pilot project for the development of a German learning objective for migrant workers, by G. von der Handt
No reference	'The formulation of a basic learning objective for the teaching of Swedish to adult migrants", by B. Sandström
No reference	Projet de définition d'un "Objectif d'apprentissage en termes de palier intermédiaire destiné à un public de travailleurs migrants". Chapitres : Publics et Domaines, préparés par L. Porcher et une équipe de chercheurs du CREDIF.

In addition, the following background documents were made available to the participants :

- Forum 3/78, Council of Europe
- Education and Culture n° 28 Council of Europe brochure Strasbourg 1978
- "Languages for communication"
- various articles on the "Modern Languages" project
- Somme possible lines of development of an overall structure for a European unit/credit scheme for foreign language learning by adults, by J.L.M. Trim, Council of Europe, Strasbourg 1978
- The Threshold Level, by J.A. van Ek, Council of Europe, Strasbourg 1975
- Un niveau-seuil, by D. Coste, J. Courtillon, V. Ferenczi, M. Martins-Baltar, E. Papo and R. Roulet, Council of Europe, Strasbourg 1976 + brochure "Présentation et guide d'emploi"
- Waystage, by J.A. van Ek and L.G. Alexander, in association with T.A. Fitzpatrick, Council of Europe, Strasbourg 1977
- Identifying the needs of adults learning a foreign language, by R. Richterich and J.L. Chancerel, Council of Europe, Strasbourg 1977
- Approaches to self-assessment in foreign language learning, by M. Oskarsson, Council of Europe, Strasbourg 1978